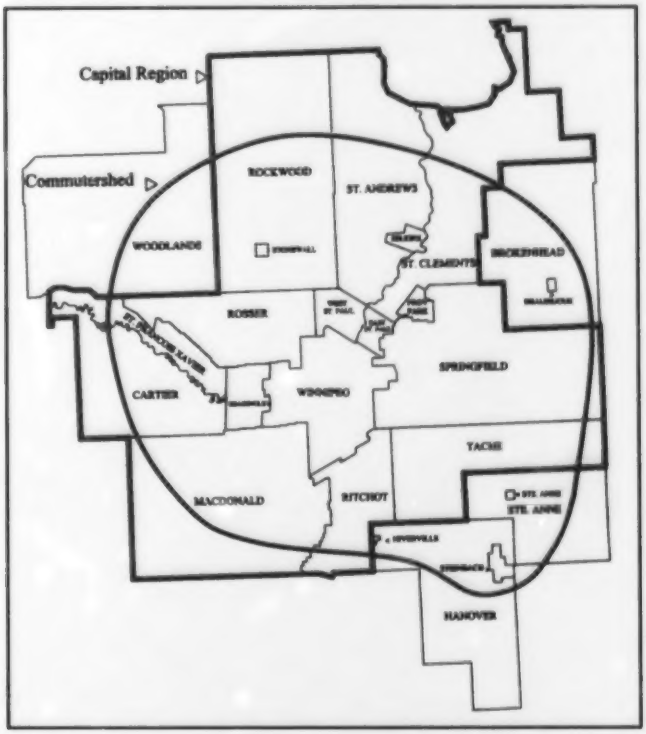
CAPITAL REGION REVIEW



INTERIM PANEL REPORT

JULY 15, 1999

CAPITAL REGION REVIEW

100-03452/

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Mandate

"to undertake a review and make recommendations to the government, through the Ministers of Urban Affairs and Rural Development, respecting the effectiveness of the existing legislative, policy and procedural framework guiding land use planning and development, and the provision of services in the municipalities in the Capital Region."

1. MANDATE

The Panel received this mandate from the Lieutenant Governor in Council by Order in Council No. 300/1998, dated June 3, 1998.

The Panel has undertaken to deliver its Final Report by December 31, 1999.

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1. MANDATE

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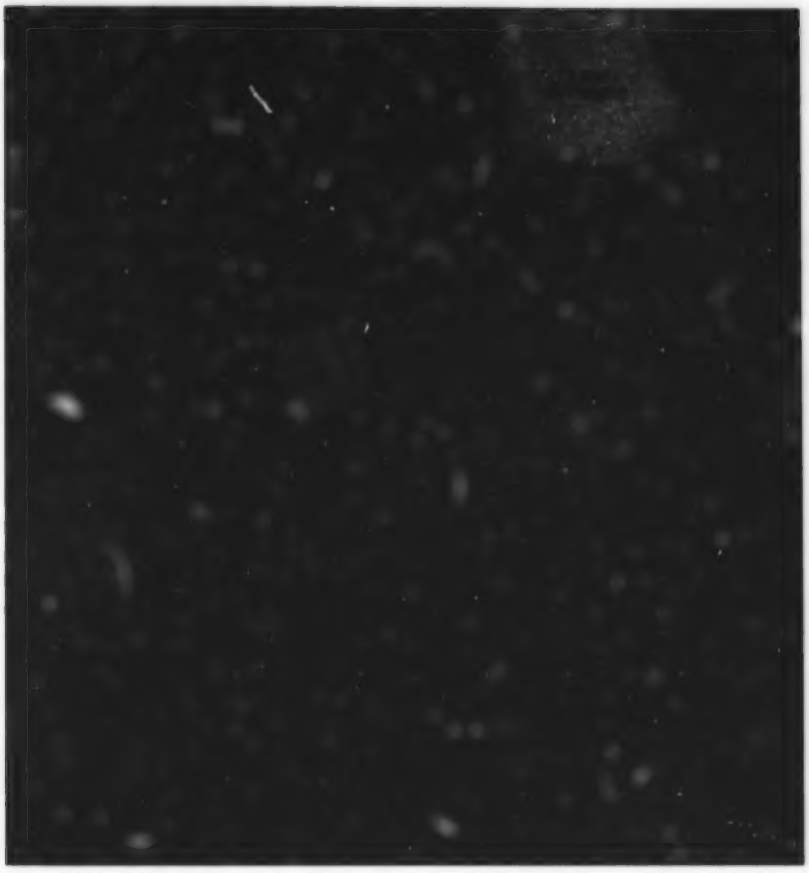
2. PROFILE OF THE REGION

The Manitoba Capital Region is a relatively new concept, and many people are not familiar with its boundaries, its component municipalities, towns and cities, and its wide range of resources.

If the Region is to market its strengths and opportunities to the rest of the Province, North America, and the world business community, this information must be gathered and made computer accessible.

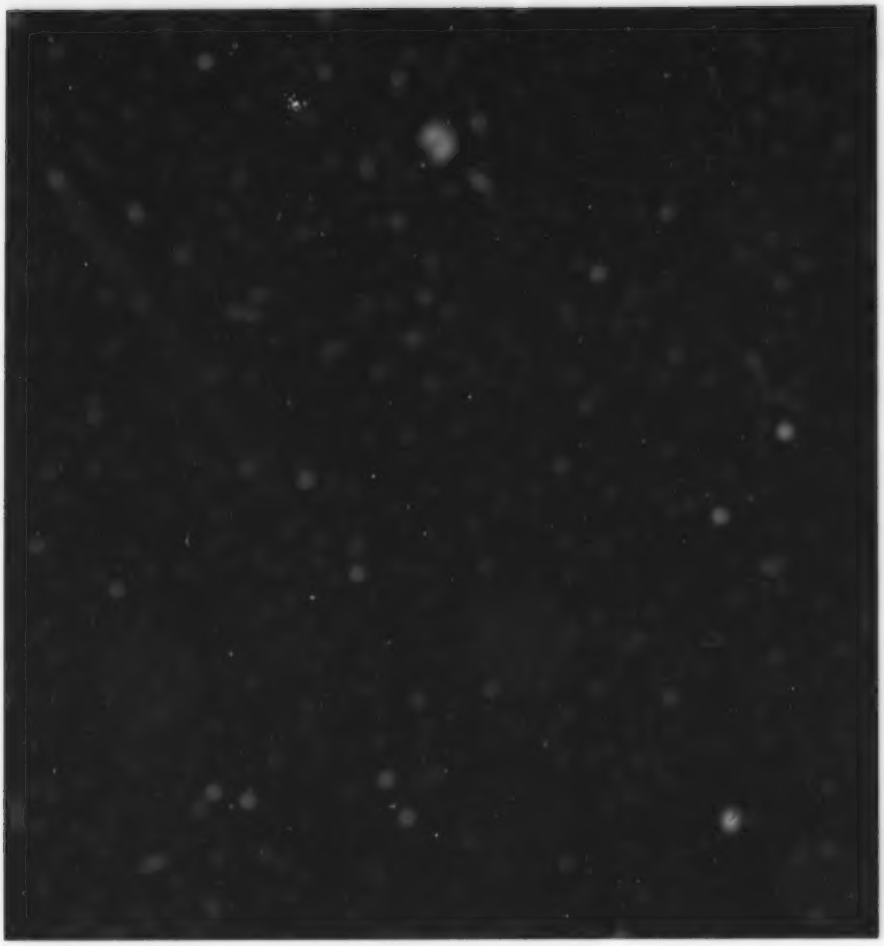
We begin with this satellite image land use map.



2.1 Our Benchmark Image

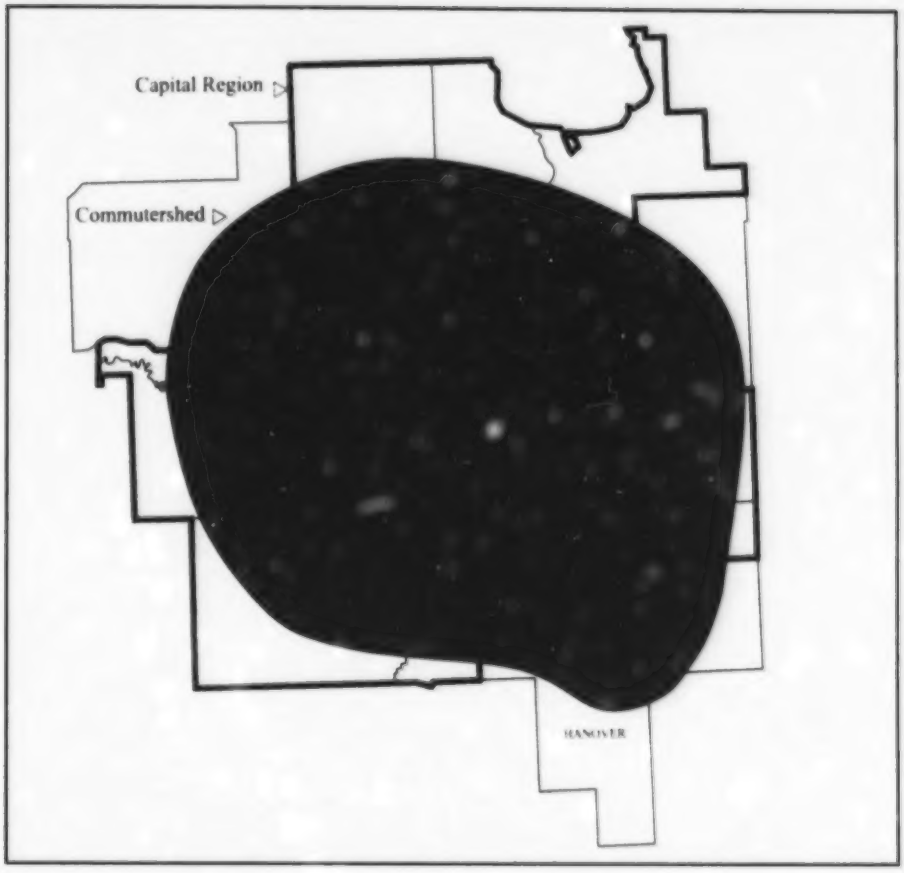
As our benchmark image of the Region we have commissioned this picture, which has been produced from satellite images recorded in October 1998. These images have been corrected using a Geographic Positioning System. This resultant "orthophotograph" shows objects down to 5 metres in size, accurately positioned within 1 metre. It is a potential base for a regional web-site with zoom capacity.

In the interest of promoting regional awareness, prints of this orthophoto are being supplied to all municipal and city offices in the Region. (The orthophoto is at such a scale in this printed Report that it is hard to read, but the projected image makes all detail visible.



2.2. Boundaries of the Region

The municipalities, towns and cities in the Region are shown here superimposed on the benchmark orthophoto. The regional boundaries were developed so as to include citizens with a common interest in the Region.



2.2.1 Another Regional Definition: The Commutershed

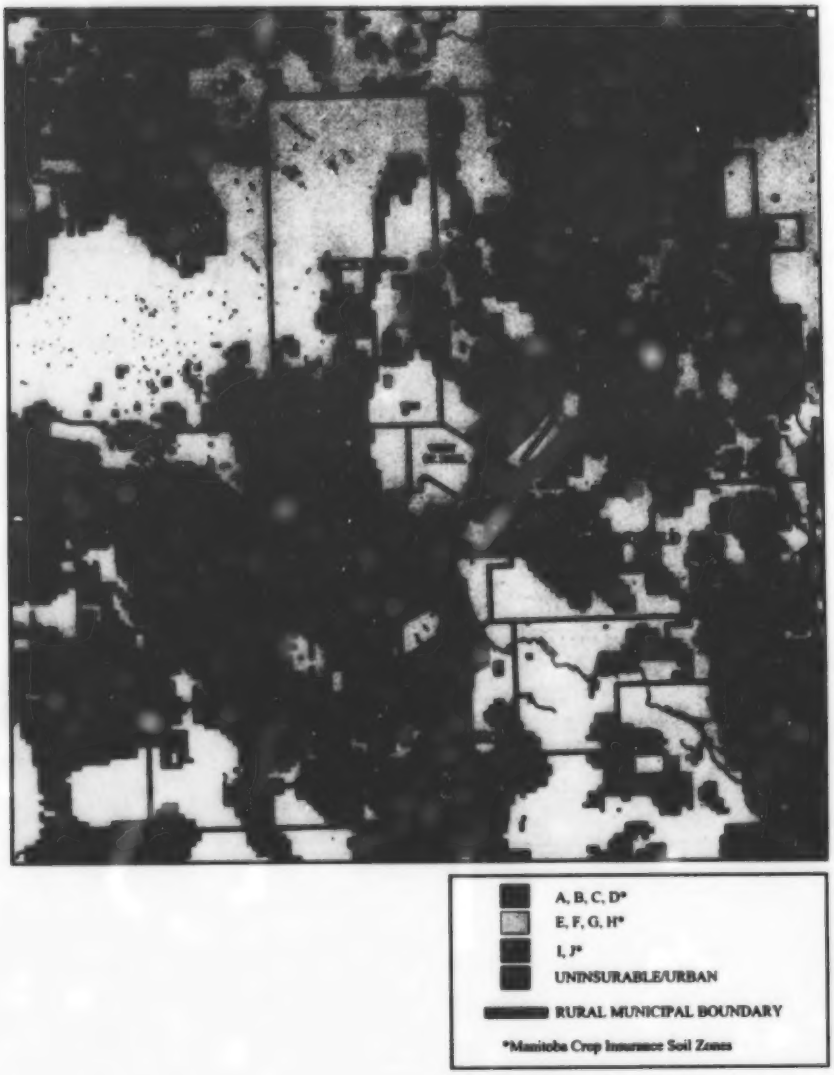
Regions are defined by common usage as much as by political boundaries.

The shaded area on this picture shows our regional commutershed. Within this circle are the residences of most of the 26,000 commuters who drive into Winnipeg to go to work each morning. This area might be said to be a practical definition of the Region (more on commutershed at 3.3).

2.3 Land Use

This map shows colour-coded land use categories, including agriculture, pasture, forage, trees, water, marsh, rock/gravel/sand, roads, and cultural features such as housing and industry.

This map was produced by interpreting 1994 satellite images. It would be useful to produce maps like this in a time sequence into the future to monitor changes in regional land use.

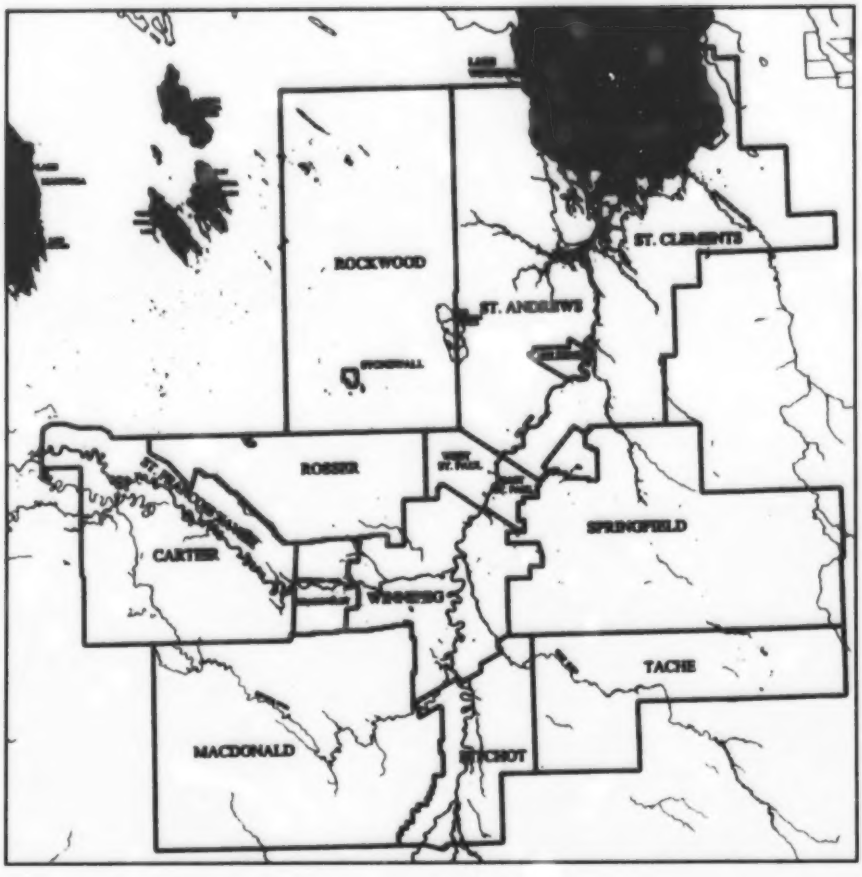


* "A" is described as having the "Highest Productivity Potential" for major agricultural crops, and "J" the lowest.

2.4 Resources

2.4.1 Soil Classification

This current soil classification map is based on Manitoba Crop Insurance categories.Sustainable land use decisions begin with a consideration of the soil and its potential.



2.4.2 Rivers and Surface Water

Lakes, rivers, and streams are shown above. The Red and Assiniboine rivers were the original regional transport routes, until superseded by rail. Recreational boating and fishing continue.

Some areas of the Region use rivers for water supply. Processed sewage effluent is also disposed of in the rivers.

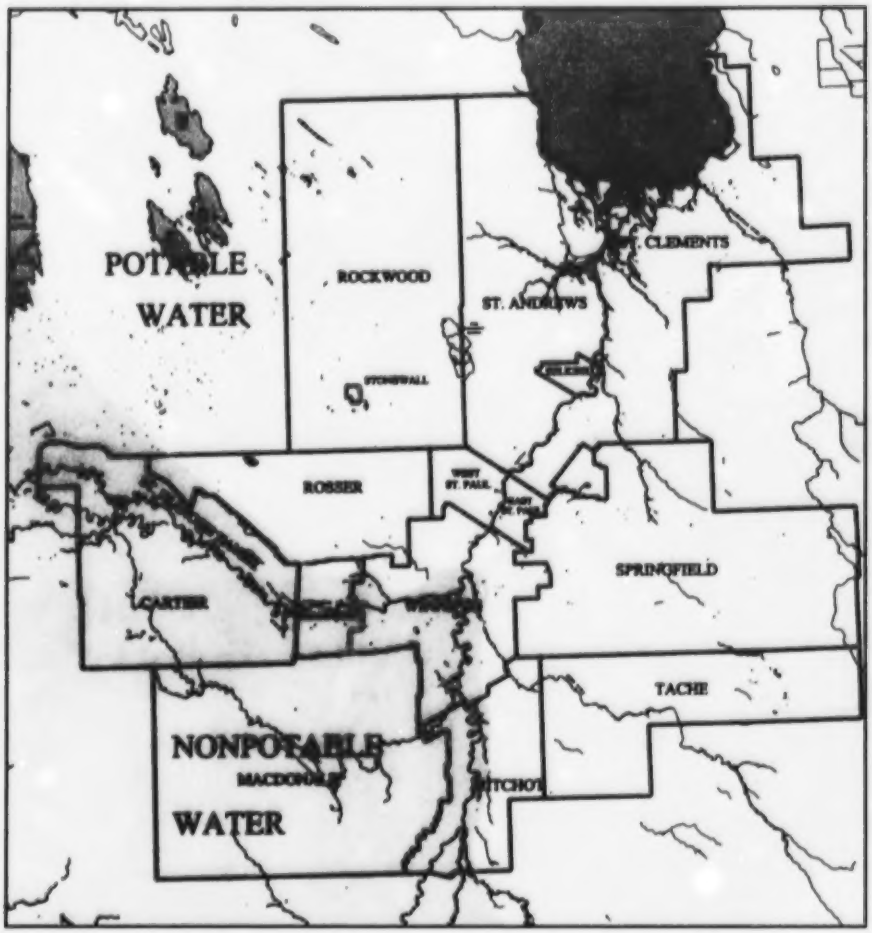
WINNIPEG

incorporated in 1873

MANITOBA

.1880

Population 10,000



2.4.3 Aquifers

The major aquifers underlying the Region are shown above. The Region is fortunate in having good well water available over a large part of this area. This resource, to be sustainable, must be protected from pollution and be thriftily used. Water imported into the Region by the City of Winnipeg from Shoal Lake, Ontario, protects these aquifers from over-use.

If climate change predictions are right, groundwater may be reduced in the coming century, and the aquifers may need more careful management.

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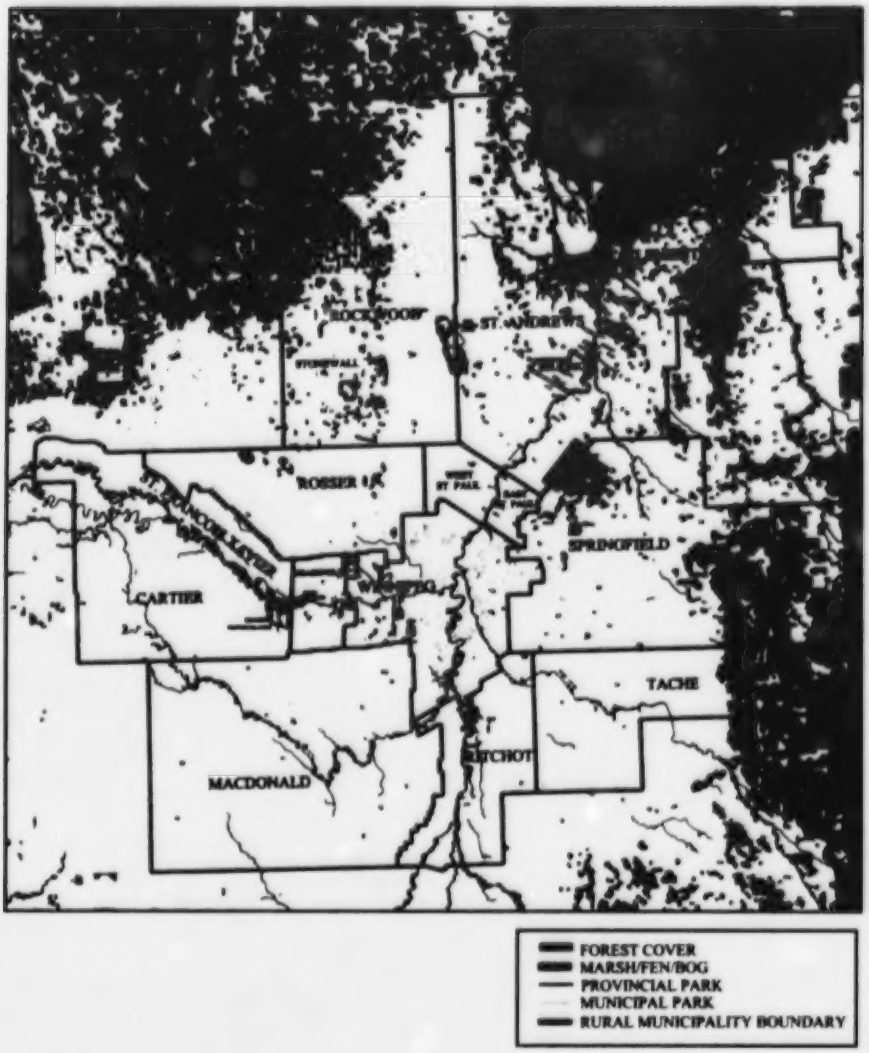
Regional Landscape

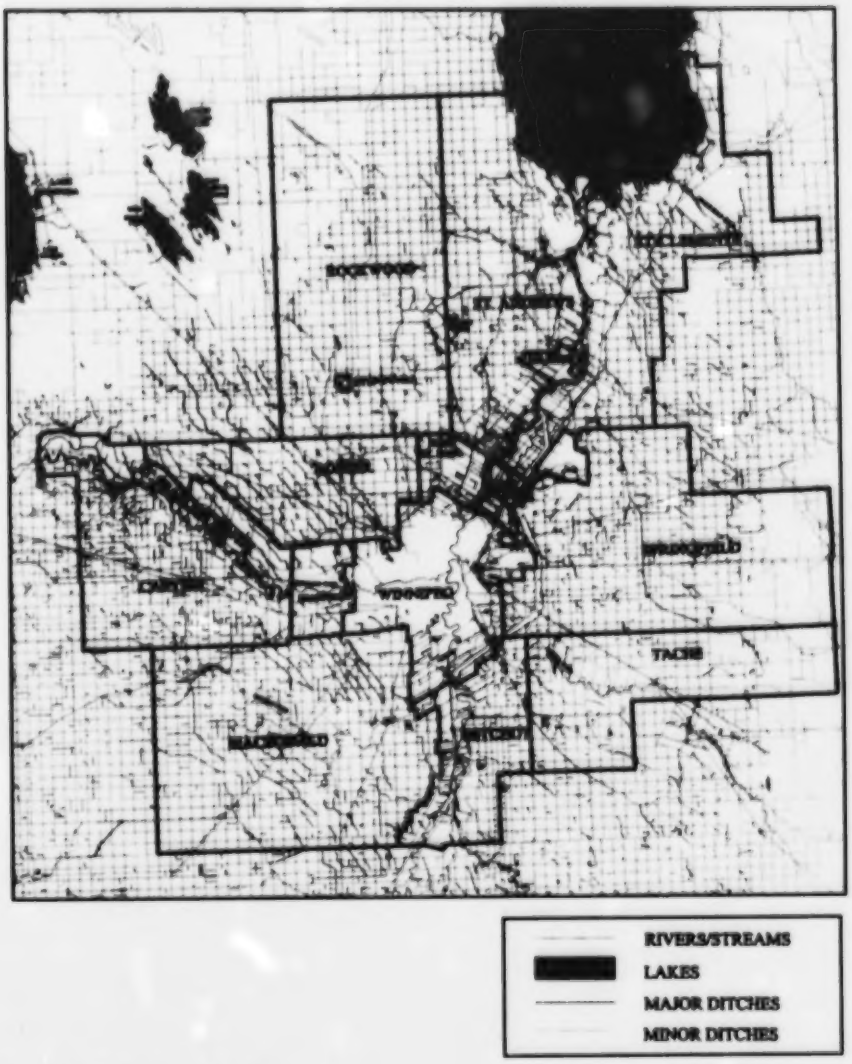


2.4.4 Greenspace and Wetlands

The Region has a valuable inventory of greenspace. The Fort Whyte Centre is currently protecting a green corridor connecting the Centre to Assiniboine Forest.

Similar initiatives like the Oak Hammock Marsh preservation, and our many parks and golf courses, are helping to keep the Region green.

Wetlands are under pressure from housing, industrial and agricultural development, and are also potentially vulnerable to climate change.



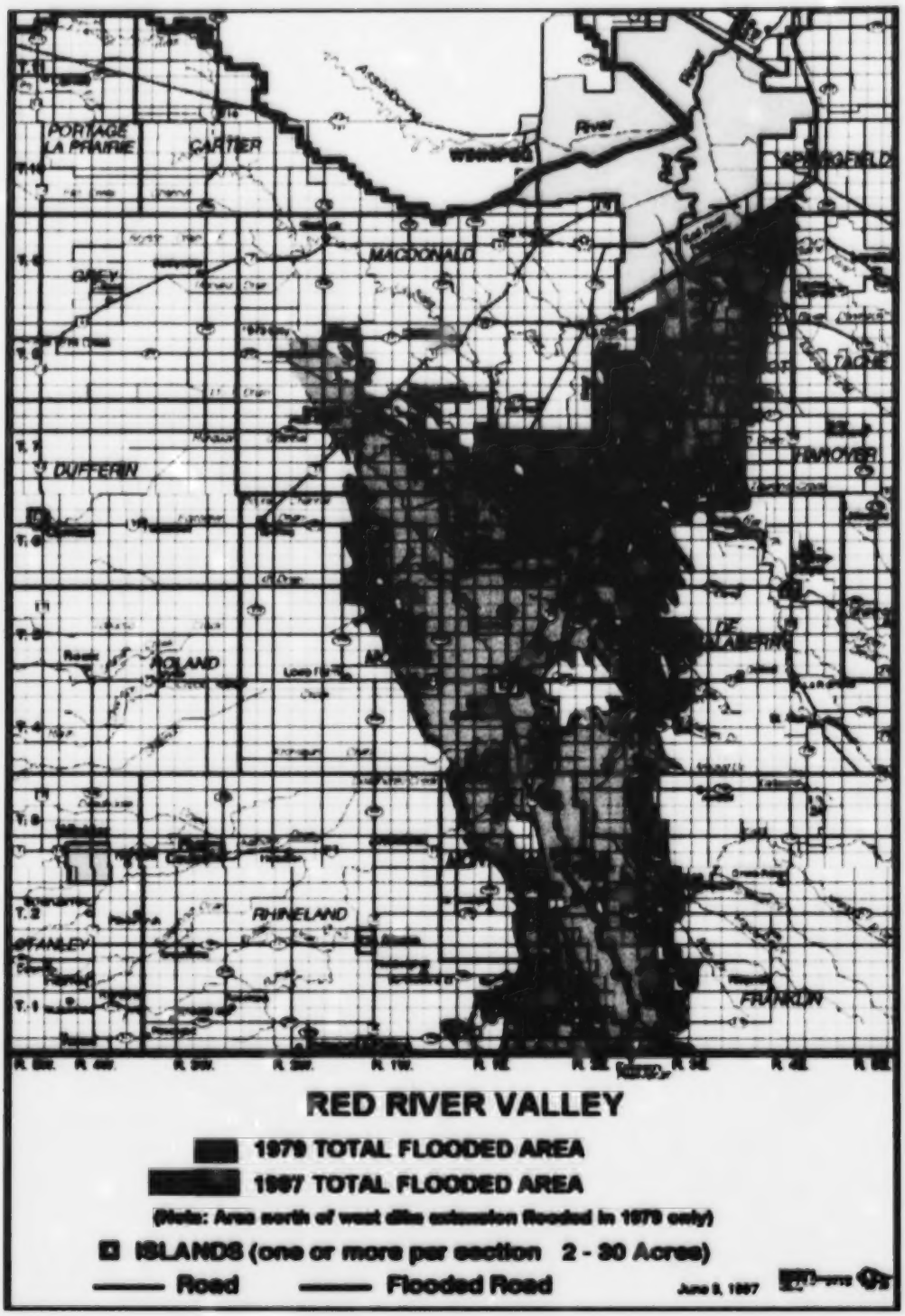
2.5 Infrastructure

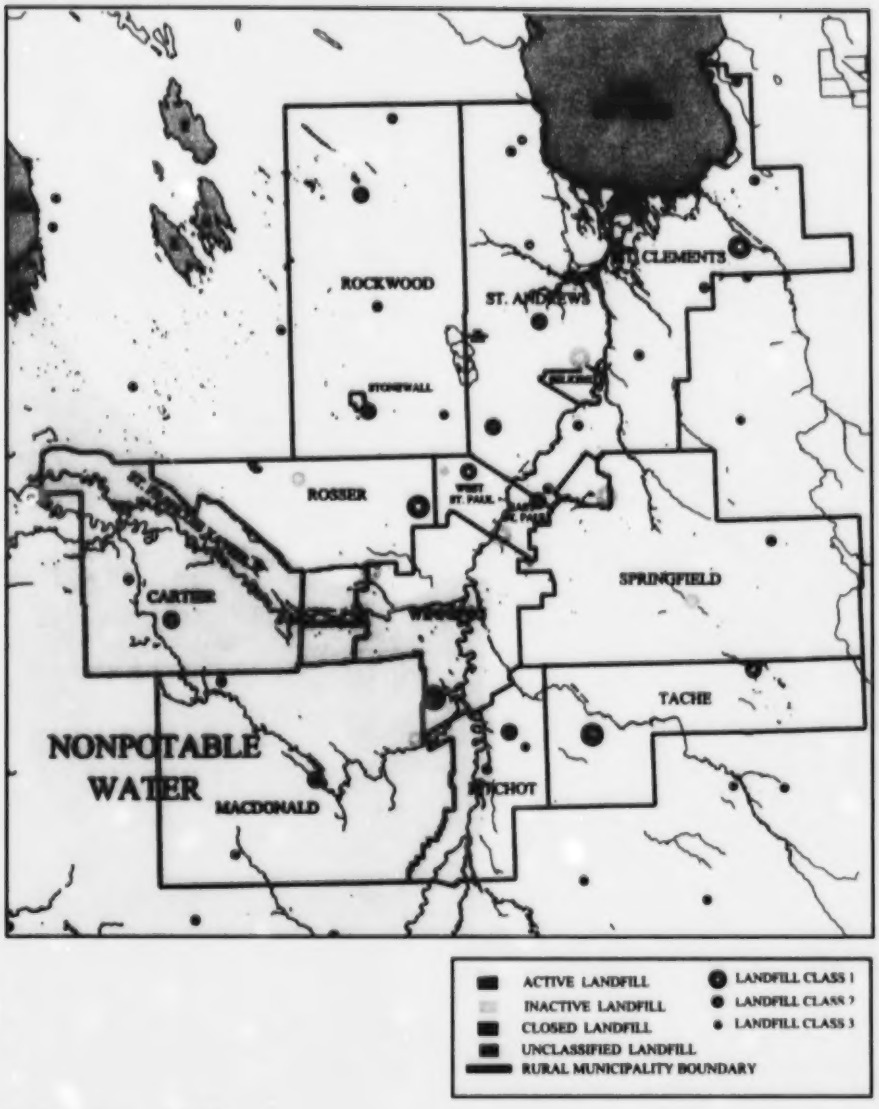
2.5.1 Drainage Systems

The Region is relatively flat so good drainage is essential.

Drainage across municipal boundaries is illustrated by showing major drains and ditches.

The 1997 image of the Red River flooded area on the following page reminds us that floods in the Red River Valley have been a problem and of the importance of flood control measures now under review.

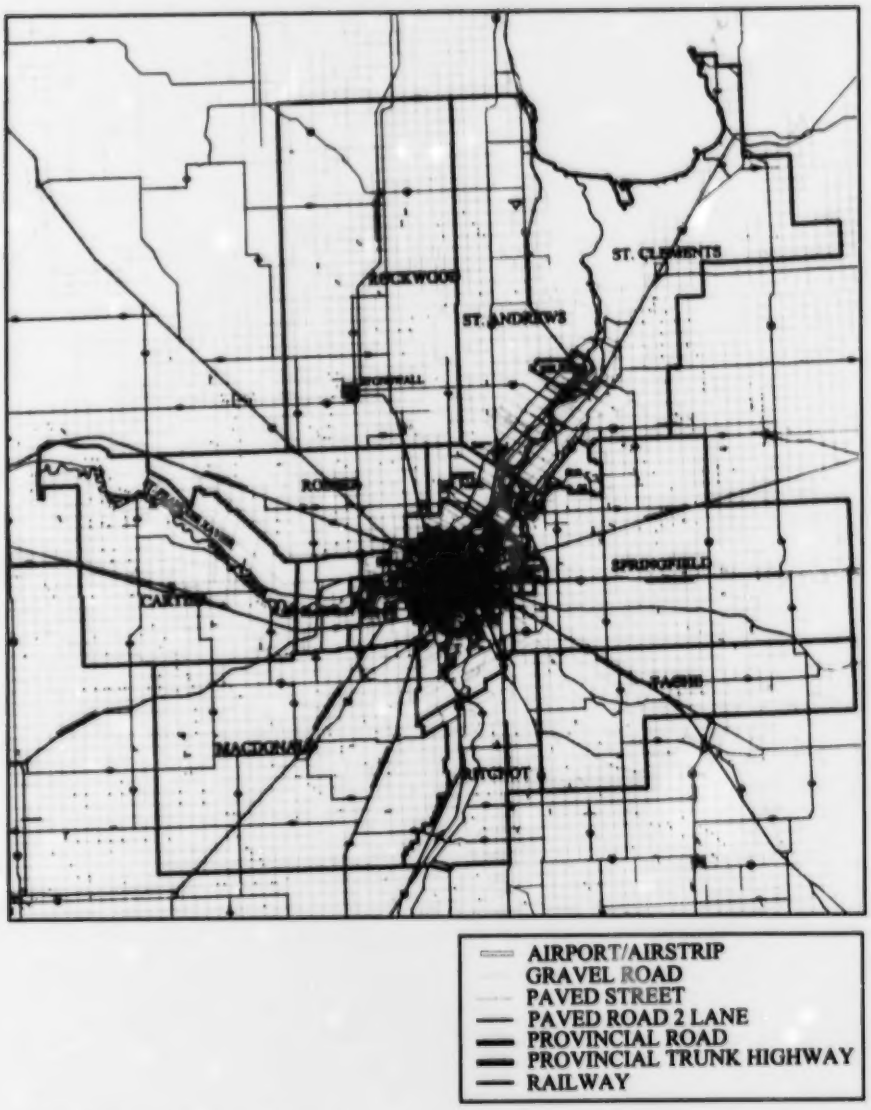

PORTAGE LA PRAIRIE
CARTIER
WINNIPEG
SPRINGFIELD
MACDONALD
GREY
DUFFERIN
TACHE
HANOVER
DE SALABERRY
ROLAND
RHINELAND
STANLEY
FRANKLIN
RED RIVER VALLEY
1979 TOTAL FLOODED AREA
1997 TOTAL FLOODED AREA
(Note: Area north of west dike extension flooded in 1979 only)
ISLANDS (one or more per section 2 - 30 Acres)
Road
Flooded Road
June 9, 1997



2.5.2 Landfills

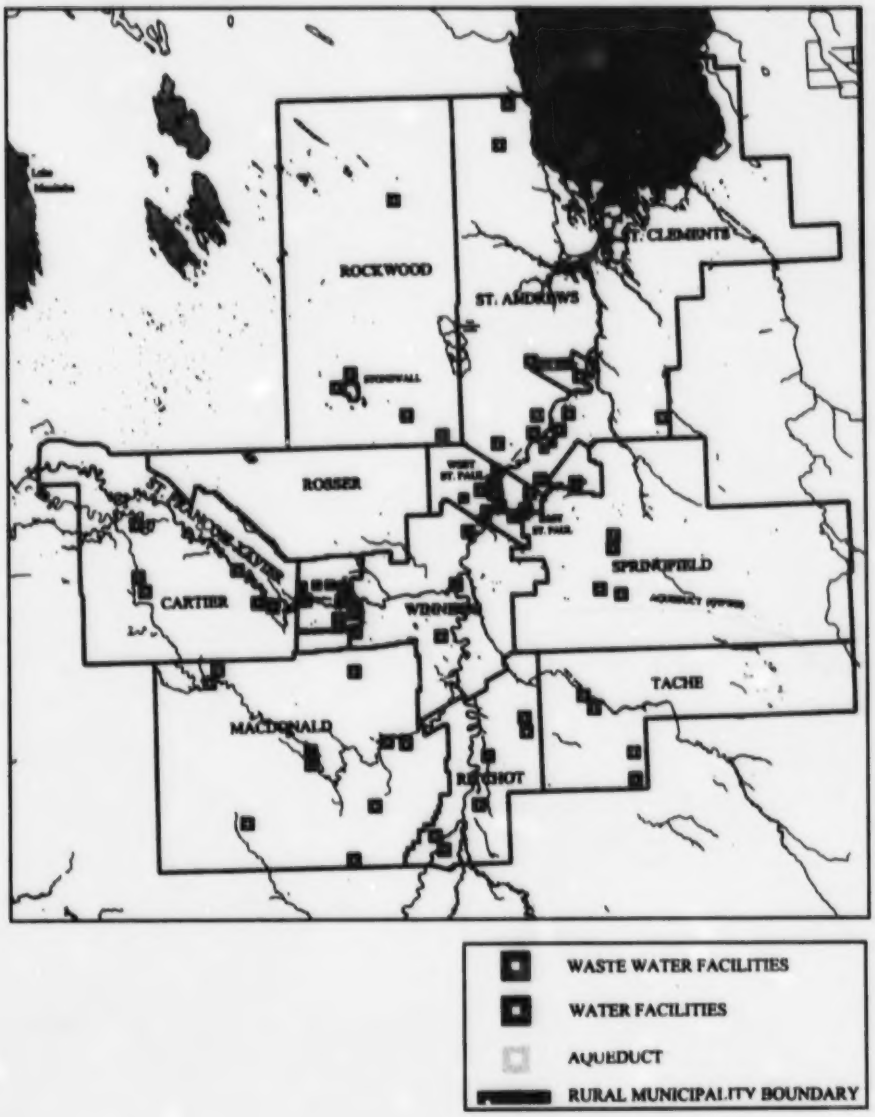
Landfills in the Region are shown in relationship to our aquifers.

It is important to prevent our landfills from damaging our aquifers.



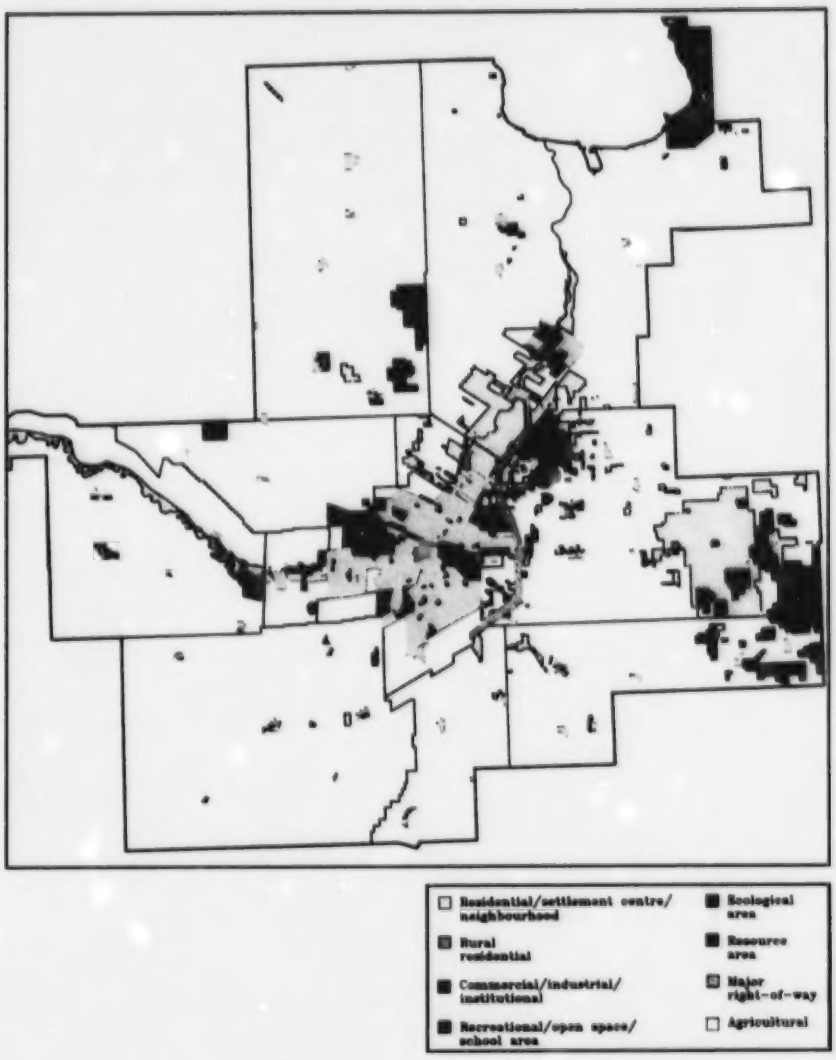
2.5.3 Transportation

The Region is served by this network of highways, roads, railways and airports.



2.5.4 Sewer and Water Systems

Municipal piped water and sewer systems are generally limited to urbanized areas and settlement centres. The Municipalities of Macdonald, Cartier, Headingly, and St. Francois Xavier, in the non-potable aquifer area, are or will be offering hook ups in rural areas.

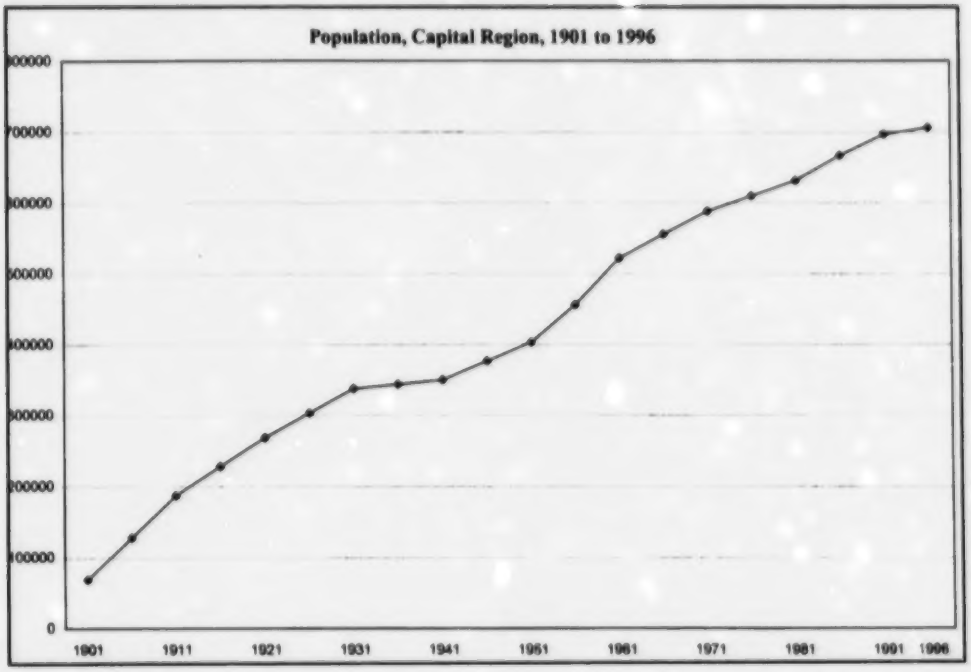


2.6 Regional Development Policies

Each municipality in the Region has its own development plan. Plans are required to be based on the Provincial Land Use Policies which are intended to promote Manitoba's Sustainable Development Principles and Guidelines.

We have brought together the development policy areas in each of the municipalities, towns and cities and present them on this composite map.
(Springfield policy areas shown have been proposed but not yet approved).

Agricultural policy and zoning criteria vary from municipality to municipality. Compare this map with the actual regional distribution of growth (map 3.2).



2.7 Demographics

2.7.1 Population in the Region

This graph shows the population in the Region at census dates in the years 1901 to 1996.

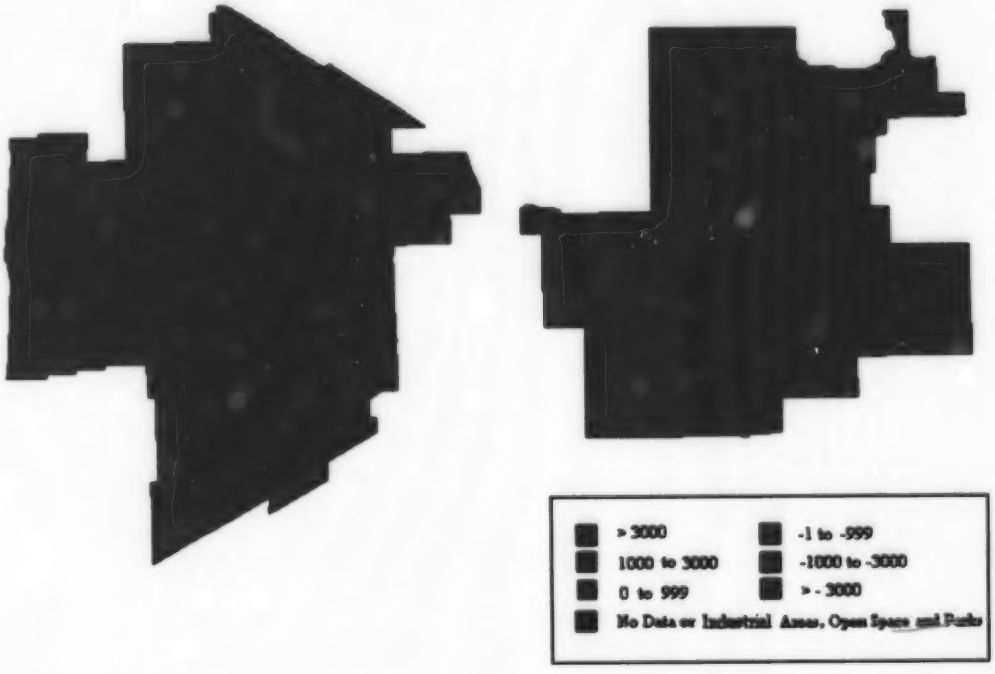
The graph highlights the lack of recent growth of regional population. Behind this is the question of where, within the Region, growth has been and will be occurring.

Although the Region received the bulk of its immigration during the early 1900's, there were other influxes during the 1920's and post World War 1 period.

CAPITAL REGION POPULATION GROWTH
1971 - 1996

CITY OF WINNIPEG

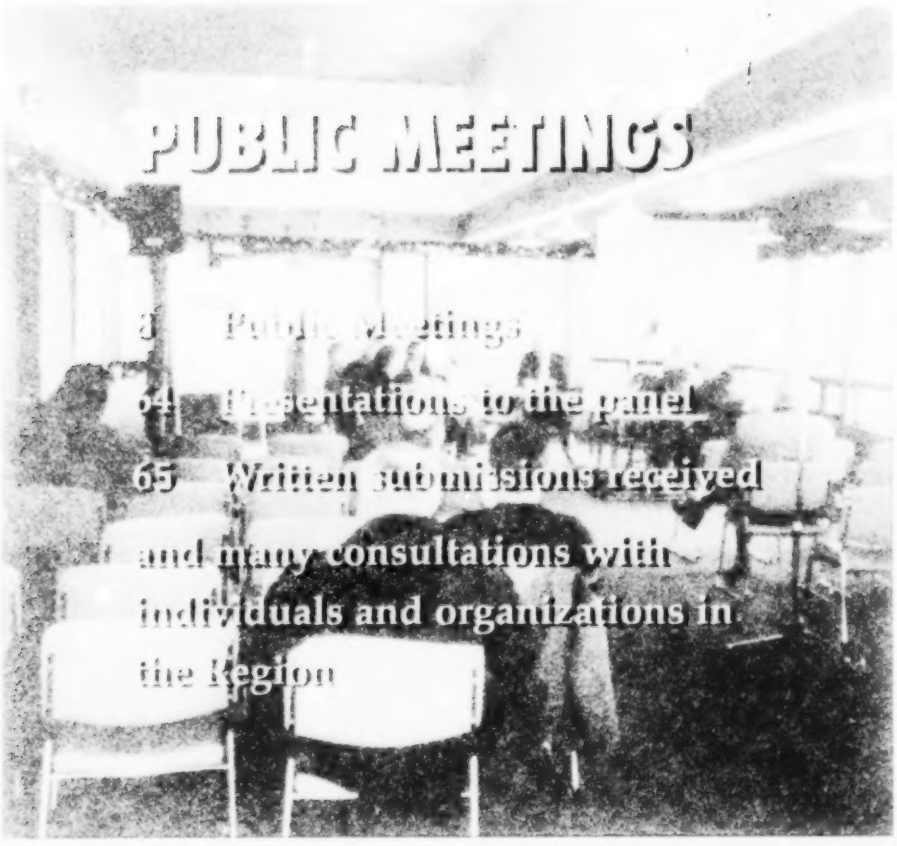
CAPITAL REGION



2.7.2 Distribution and Movement

Unlike many more developed regions, a high percentage – about 87% – of the Region's population is within the jurisdiction of one city government, Winnipeg.

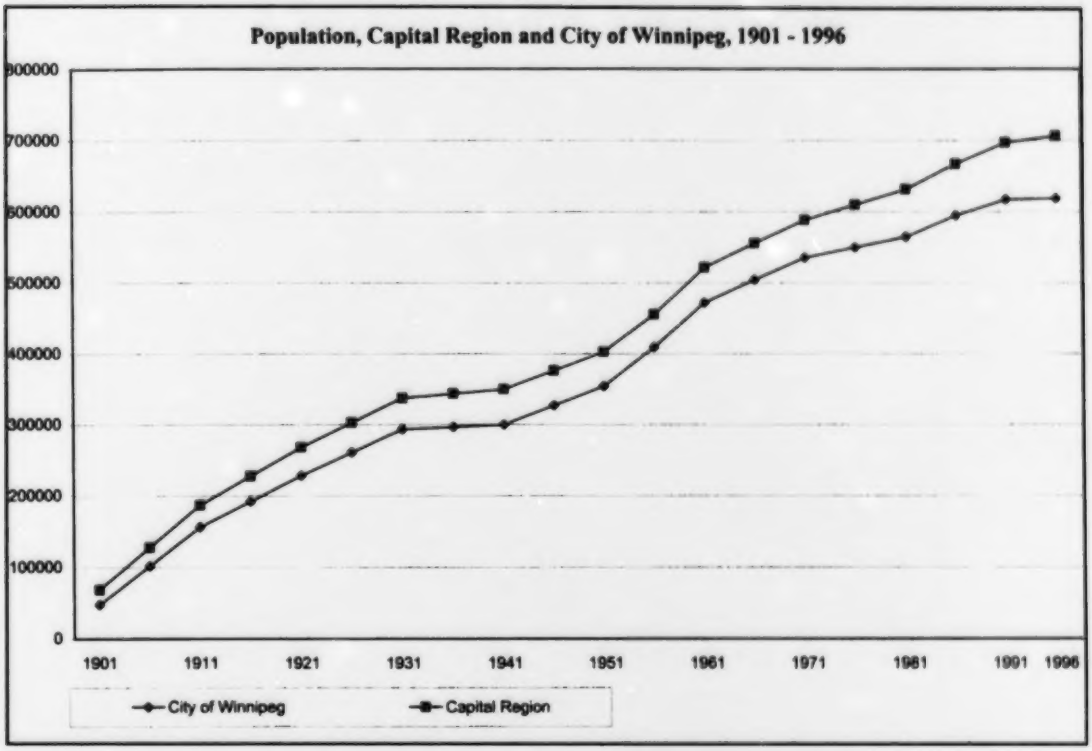
Changes of population within Winnipeg and within the Region are shown on this map.



3. OPINION OF THE REGION

In this Interim Report, we offer our sense of what people in the Region are thinking.

The Panel has been listening with care and objectivity. Each of our Panel members has undertaken this Review at some costs to other pursuits in life, and we want our findings to genuinely reflect public interest. The Manitoba Government has provided a global budget to fund our work, but has respected our independence.

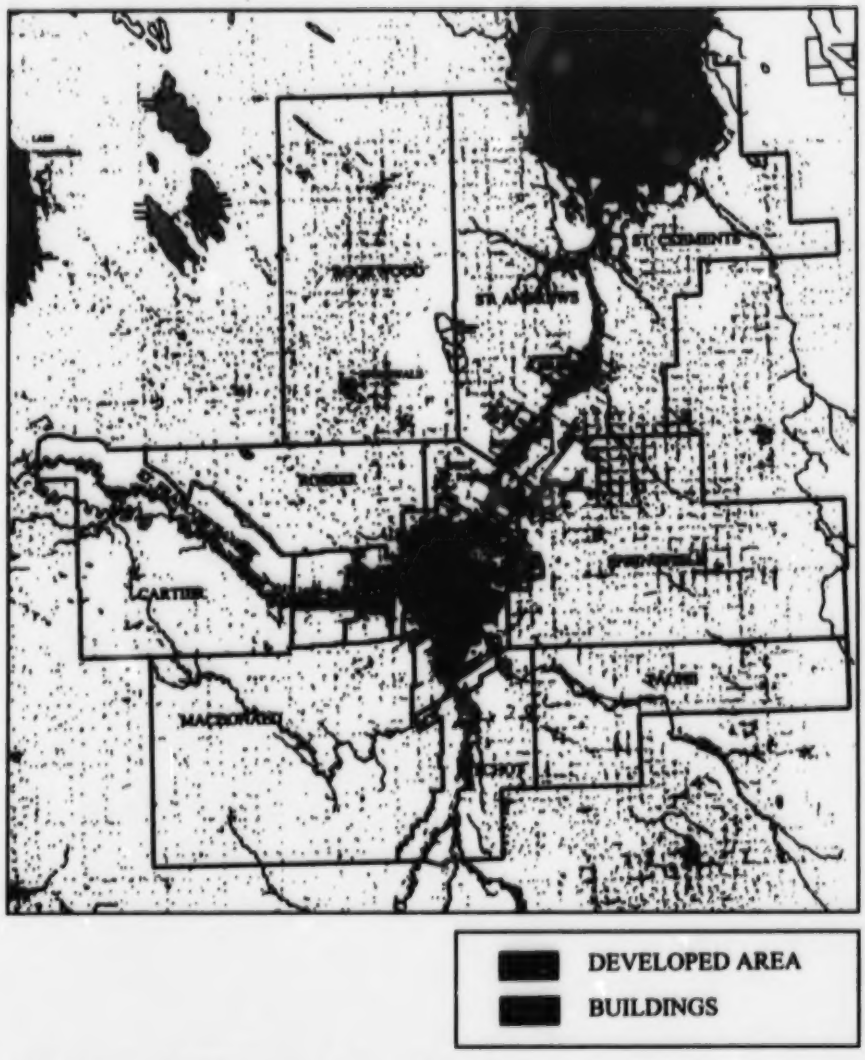


3.1 Population

The Panel is directed to examine planning and services, but as one Councillor said "we have to plan around demographics".

Although the total population in the Region has not increased greatly in recent years, most Capital Region municipalities are looking for more population growth and economic development. Winnipeg's Mayor has set a significant growth target for Winnipeg. Business is looking for immigrants to fill job openings.

It is therefore prudent that our plans provide for greater population growth in the next 10 years than we have seen in the last 10 years.



3.2 Regional Distribution of Growth

While most agree that overall regional growth is desirable, there is disagreement about where that growth should occur.

Municipalities seem generally to concur that residential development policy should accommodate lifestyle preferences. At the same time, many comments to the Panel expressed concern that the location of new development not be allowed to conflict with regional environmental resources like our groundwater or with agricultural practices. Others stressed that the cost of the new infrastructure needed to serve outward migration from the centre should be weighed against the efficient use of existing infrastructure capacity.

Some argued that continued development outside the City of Winnipeg and the Region's existing settlement centres would risk erosion of the lifestyle enjoyed by current rural residents, and would lead to demand for more costly levels of service.

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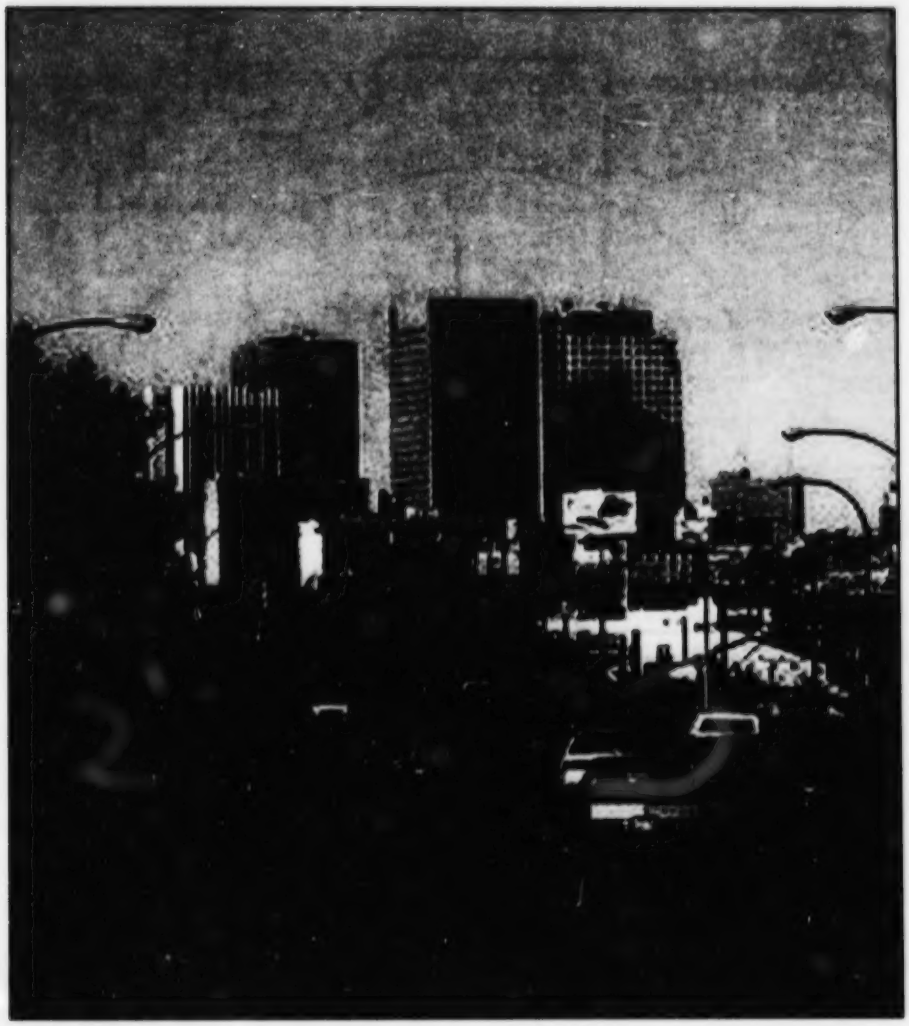
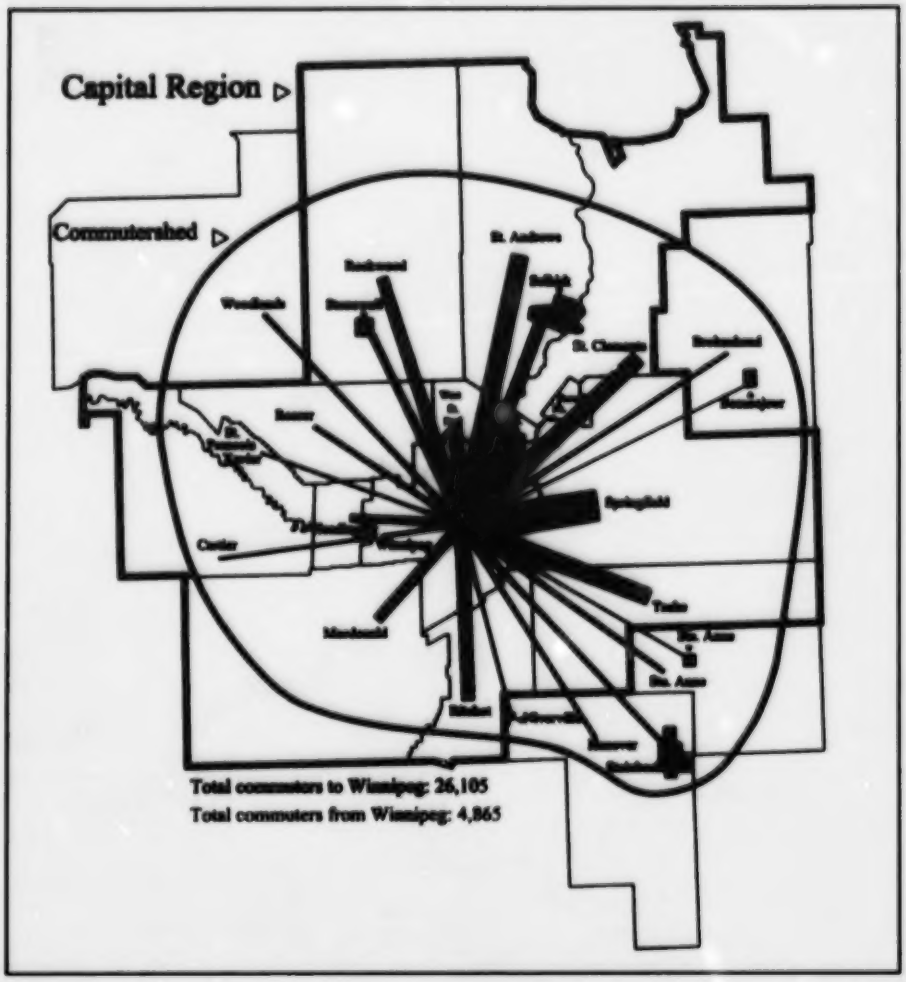


Disraeli Freeway, Winnipeg

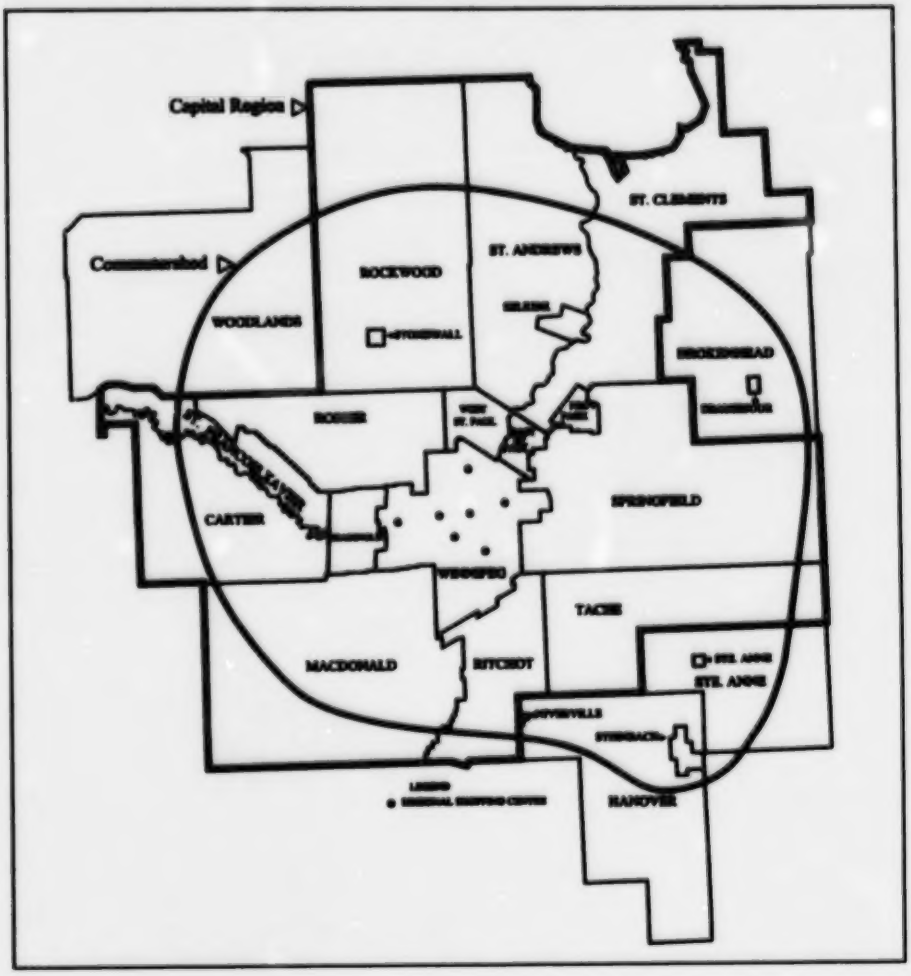


3.3 The Commuters

There has been migration outward from the centre of Winnipeg. Many of these people moved to Winnipeg's suburbs, but some went to bedroom towns and municipalities outside of Winnipeg.

Many of these people commute to Winnipeg to work. Our estimate of the net number of ingoing commuters (after subtracting outgoing commuters) is approximately 21,000.

Opinion is divided on the factors driving this outward migration. Some say the majority are looking for a semi-rural lifestyle, with more land. Some point to lower municipal taxes, assisted by provincial subsidies, as a contributing factor.



3.3.1 The Debate Over Commuter Cash Flows

The Commuter Family Budget: Some say lower municipal taxes make commuting economically attractive. Others say the cost of driving the extra distance more than offsets the lower taxes.

Where the Commuters Spend: Almost all of the Region's major shopping malls and big box retailers are in Winnipeg. Most car dealers are also in Winnipeg, with Steinbach as the major exception. Cultural events are mostly staged in Winnipeg. It is said that much of the cash flow from the perimeter communities benefits Winnipeg businesses, but the net effect on the Winnipeg tax base remains arguable.

A Sterile Debate: Many say that they are tired of this argument between neighbours, and want to talk about healthy regional growth.

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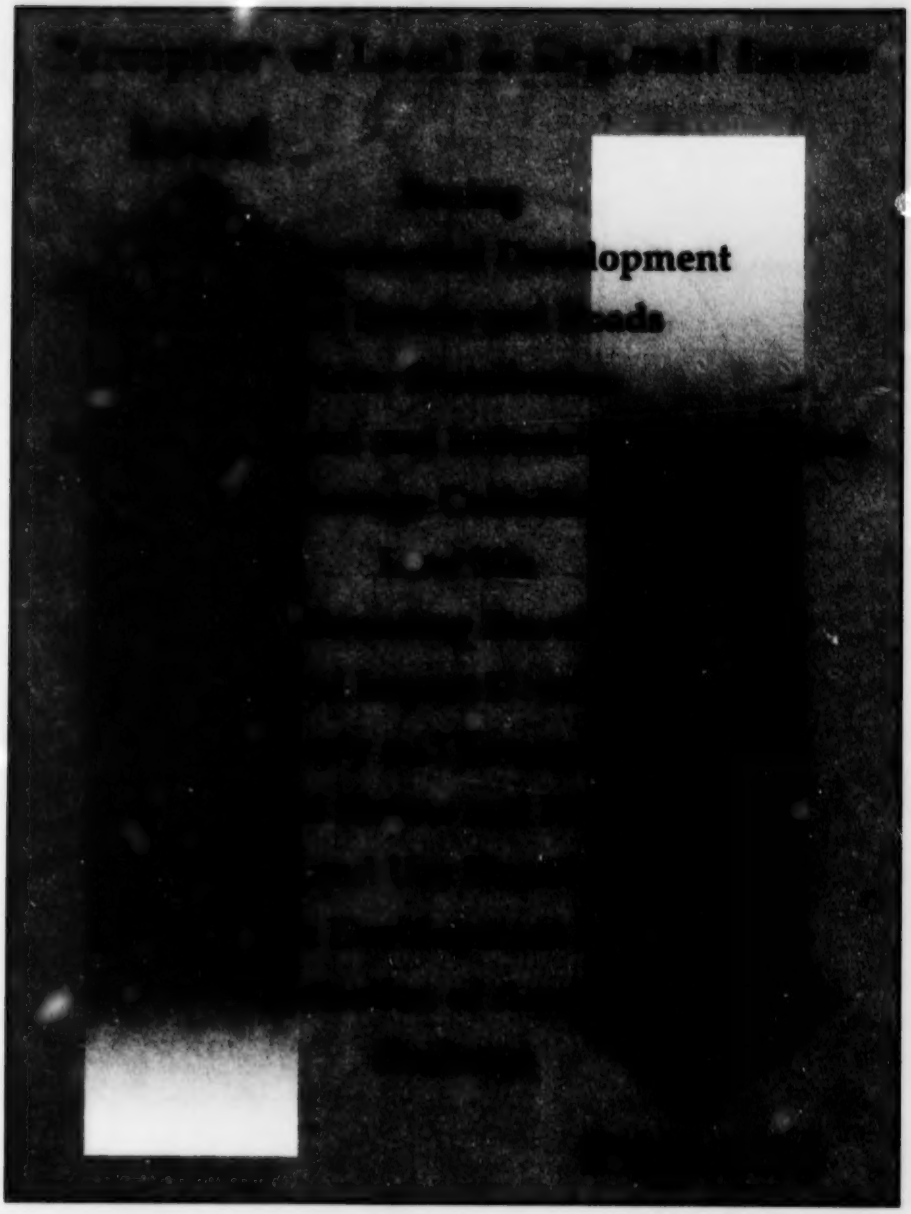
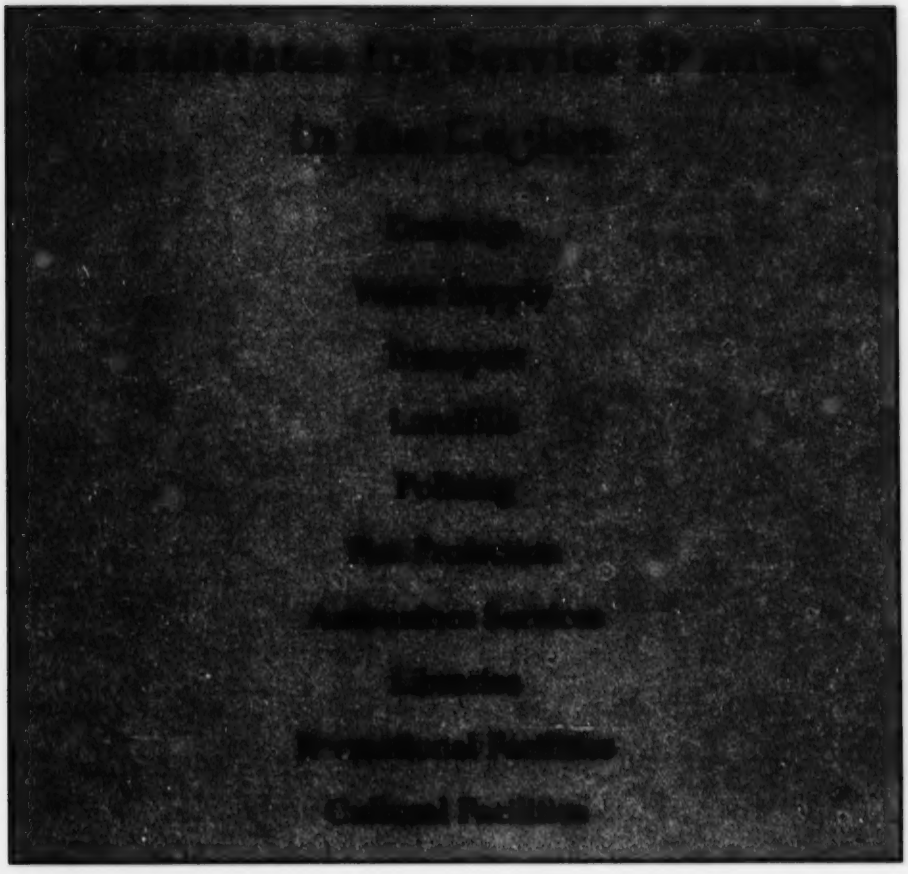


3.4 Planning Locally and Regionally

There seems to be a general consensus that some development, like local housing, is best planned locally, and some development, like drainage, is best planned regionally. In between these two ends of the spectrum, the question becomes: "What degree of regional impact should trigger regional strategic planning?".

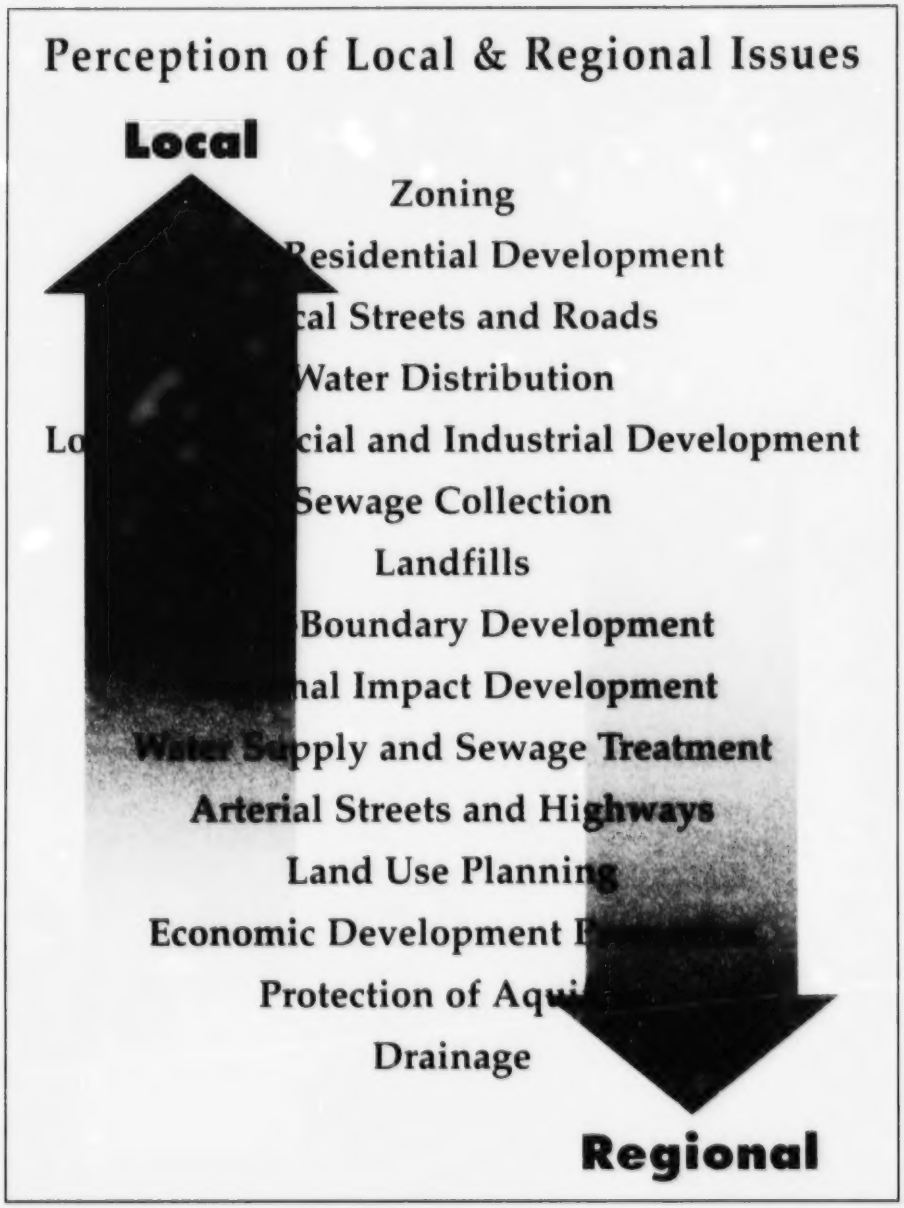


3.5 Service Sharing

Assuming increased demand for services in the Region, the logic of sharing or integration of service delivery is evident. However, there is a perception that the City of Winnipeg, in many cases the logical delivery agent, is a high-cost provider. Also, Winnipeg standards of service may not be applicable.

In the absence of uniform full cost accounting systems throughout the Region, a "fair price" for service delivery is difficult to calculate. The issue is seen as a major impediment to future integration of service delivery.

Winnipeg is developing a system for service-based budgeting. If generally adopted, this should identify the actual cost of services.



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Candidates for Service Sharing in the Region

Drainage

Water Supply

Transport

Landfills

Policing

Fire Protection

Ambulance Services

Libraries

Recreational Facilities

Cultural Facilities

3.5 Service Sharing

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Winnipeg is developing a system for service-based budgeting. If generally adopted, this should identify the actual cost of services.

Regional Objectives Suggested to the Panel

Coordinated Drainage and Flood Control

Assured Long-Term Water Supply

Conservation of Good Arable Land

Safe Landfills

Integrated Regional Transport

Mechanism for Allocation of Costs and Revenues

Comprehensive Regional Information Base

Directed Immigration to Meet Industry Needs

Healthy Winnipeg Core

Forum for Private and Public Initiatives

Uniform Full Cost Accounting Systems

Cost-Effective Use of Existing Infrastructure

Encouragement of User-Pay Service

Mediation of Outward Migration Issues

4. ADVANCING REGIONAL THINKING

4.1 Regional Objectives

We have compiled this list of potential regional objectives suggested to the Panel in the course of our hearings and discussions.

In its range and diversity it reflects individual perspectives of the regional agenda.

The question arises how a regional agency can further these objectives.

Rationale for a Regional Agency

Ensuring that Planning has a Regional Focus

Promoting Healthy Growth within the Region

Promoting Transparent, Full Cost Accounting

Reducing Cost of Service Delivery

Mediating Issues of Growth and Cost and Revenue Allocation

Raising Regional Awareness

4.2 Rationale for a Regional Agency

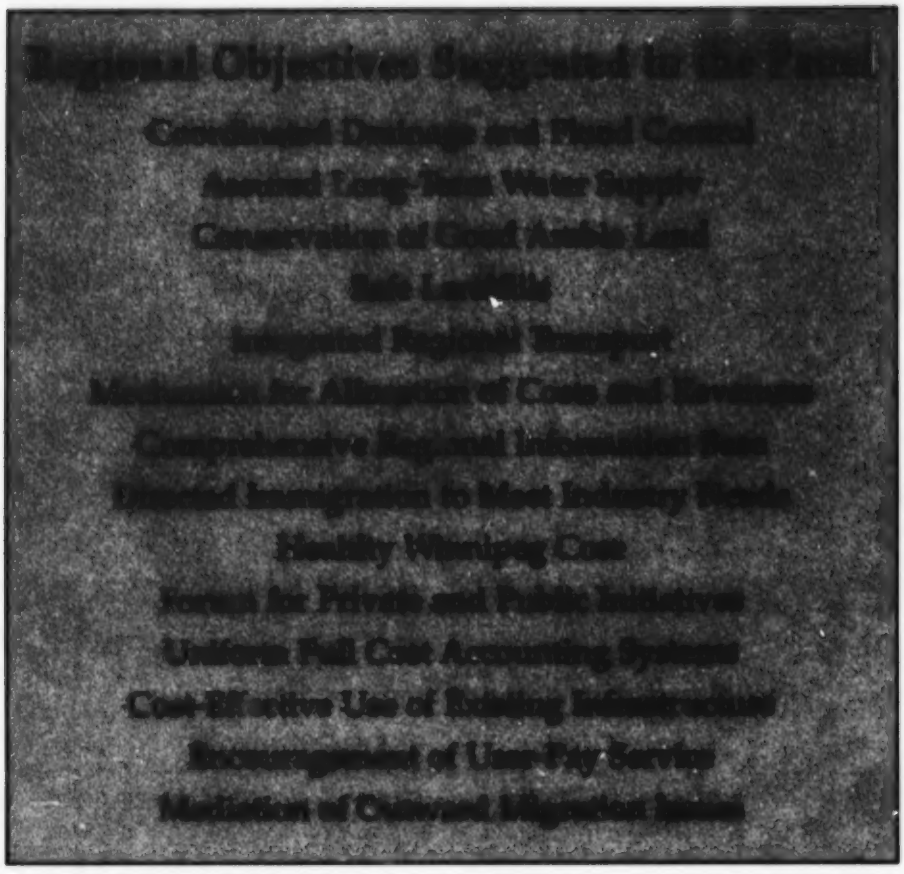
Planning: Municipal and district planning processes are available, but they have not been focussed on regional impacts.

Growth: Where growth occurs is a regional issue and requires regional discussion.

Financial Systems: No balanced judgement can be made about regional service costs until all inputs including subsidies are recognized.

Service Delivery: Once we are all reading from the same financial page, the door is open to establish appropriate service standards and to share services.

Mediation: A forum is needed to negotiate growth management and allocation of costs and revenues.



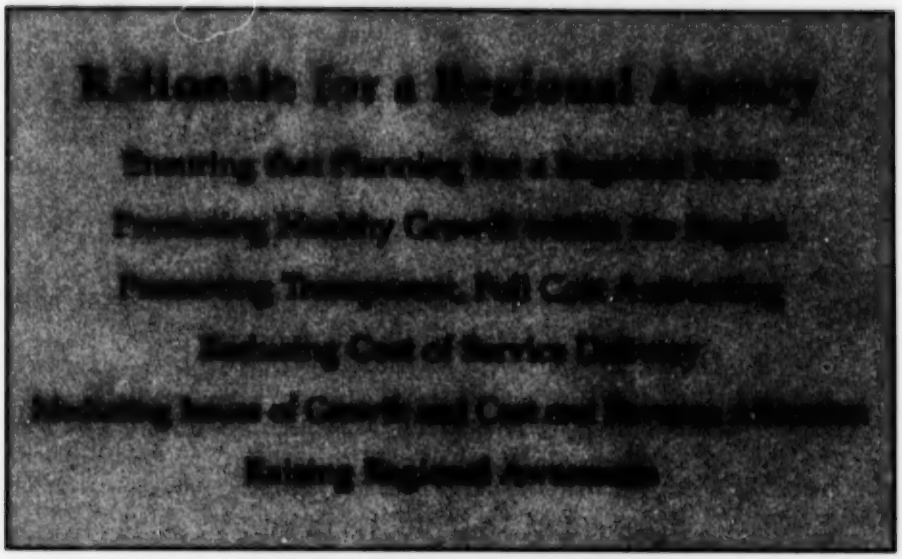
4. ADVANCING REGIONAL THINKING

4.1 Regional Objectives

We have compiled this list of potential regional objectives suggested to the Panel in the course of our hearings and discussions.

In its range and diversity it reflects individual perspectives of the regional agenda.

The question arises how a regional agency can further these objectives.



4.2 Rationale for a Regional Agency

Planning: Municipal and district planning processes are available, but they have not been focussed on regional impacts.

Growth: Where growth occurs is a regional issue and requires regional discussion.

Financial Systems: No balanced judgement can be made about regional service costs until all inputs including subsidies are recognized.

Service Delivery: Once we are all reading from the same financial page, the door is open to establish appropriate service standards and to share services.

Mediation: A forum is needed to negotiate growth management and allocation of costs and revenues.

Functions of a Regional Agency:

Information and Research

Resource Agency for Governments and Citizens

Opportunities in the Region for Employment and Immigration

Available Development Sites in the Region

Continuing Research of Regional Issues

Website Making all this Information Easily Accessible Inside and Outside the Region

5. FUNCTIONS OF A REGIONAL AGENCY

5.1 Information and Research

Often the first question asked about the Manitoba Capital Region was: "What is it?".

In this Interim Report our Panel has assembled some basic information about the Region: boundaries, land use, resources, infrastructure development policies and demographics, but providing complete information on a current basis is a logical function for a regional agency.

Functions of a Regional Agency:

Strategic Planning for Regional Impact Developments

Drainage

Aquifer Use

Landfills

Cross-Boundary Development

Projects with Major Regional Transport Requirements

5.2 Strategic Planning

When development policy or projects proposed in any municipal jurisdiction in the Region will have significant individual or cumulative impact on other jurisdictions, strategic regional planning is logical.

A process is required to measure the regional impact and to decide when a project deserves regional review.

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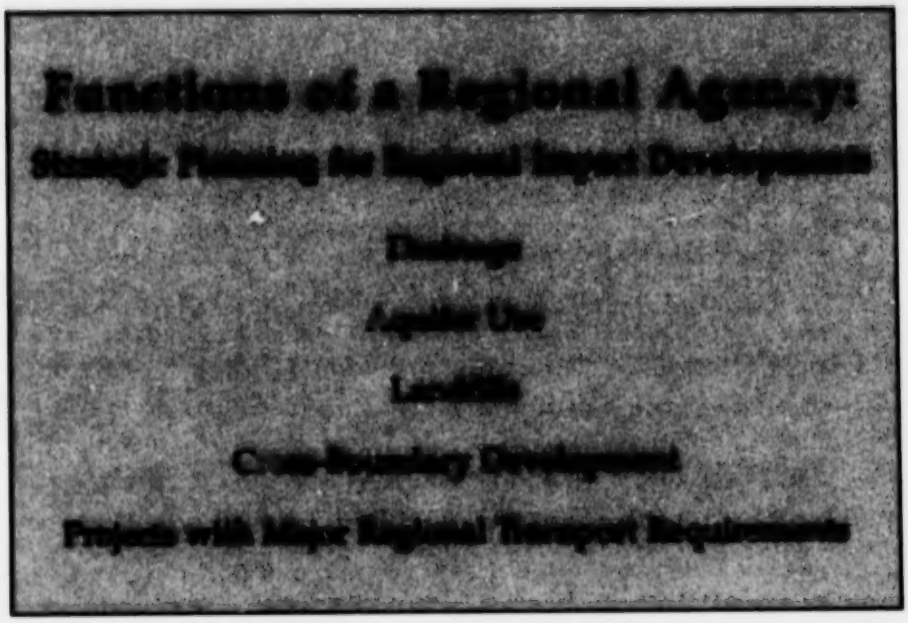

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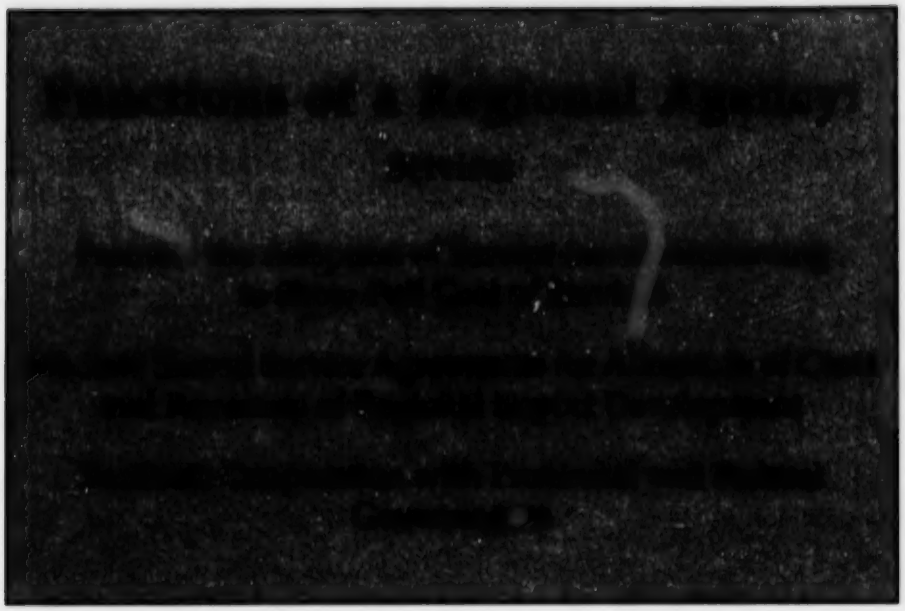
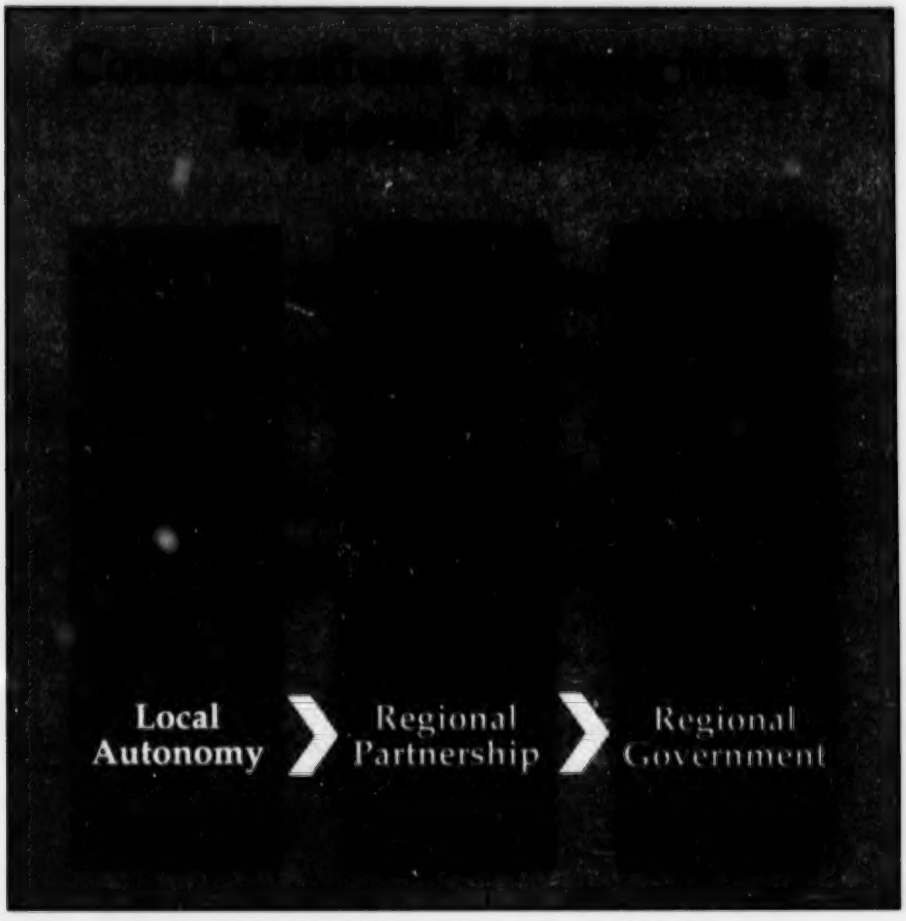


5.3 Services

There are many services which can be most economically provided on a local basis.

There are also some services which might be more economically provided on a regional basis.

To move this discussion ahead, we need to find common ground on the real cost of services in each jurisdiction. Uniform service-based accounting systems would be a logical beginning.



6. NEXT STEPS

6.1 Designing a Regional Agency

It is the view of this Panel that the existing legislative, policy and procedural framework in the Region has not been entirely effective. In particular, there is a need to improve regional awareness and thinking; to institute strategic regional planning of those activities which involve region-wide impacts; and to ensure that the costs and benefits of service delivery in the Region are better allocated among various governments, ratepayers, and residents.

And, as we have suggested in this Interim Report, we believe that some form of regional agency is required to address these needs. There is a broad spectrum of options available, ranging from a third tier of government to greater collaboration between existing local governments.

Functions of a Regional Agency:

Services

Promote the Adoption of Service-based Accounting to Show Full Cost of Services

Mediate Shared Service Agreements for Allocation of Costs and Revenues of Regional Impact Development

Facilitate Cooperation with Provincial and Federal Governments

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Considerations in Designing a Regional Agency

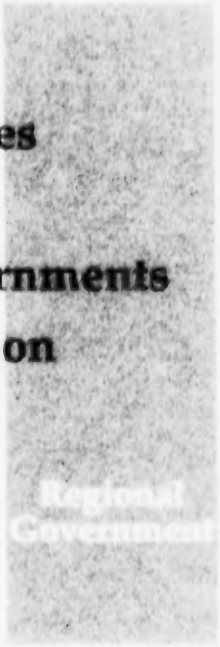
Responsibility

Programs/Services

Openness

Relationships to Governments

Public Consultation



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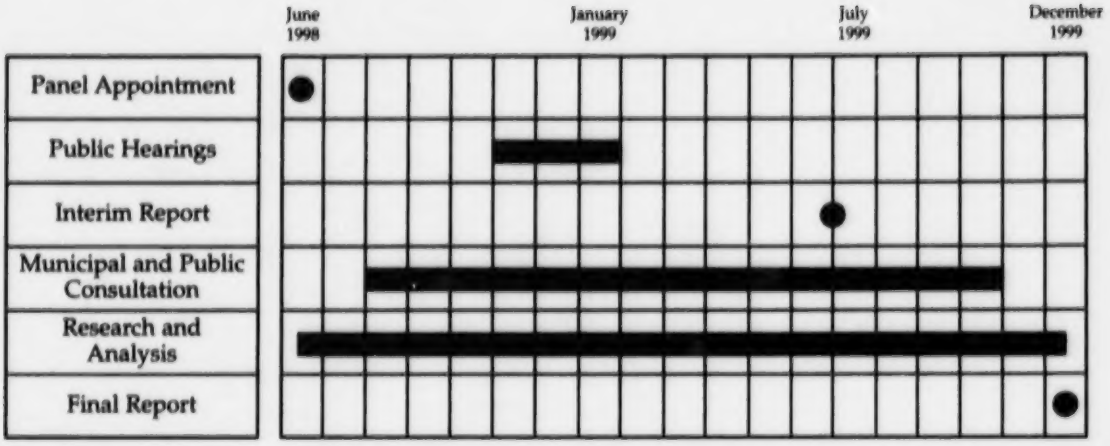

6.2 Panel Schedule

This is an interim report – intended to outline the Panel's preliminary findings and to encourage comment. Our Final Report will be delivered by year-end.

It would be premature to recommend any form of regional agency without further discussion of its purpose. The intent of this Interim Report is to encourage that discussion. We invite your comment on those functions identified by the Panel as warranting regional attention and, in that context, we would welcome ideas respecting the appropriate form and structure of a regional agency. It is the intent of the Panel, following presentation of our Interim Report, to engage in a second round of municipal and public consultation preparatory to developing our final recommendations.